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City of Costa Mesa, California

Environmental Management System Conservation, Open Space, and Scenic Highway Elements of the General Plan



ENVIRONMENTAL MANAGEMENT SYSTEM
CONSERVATION, OPEN SPACE, AND SCENIC HIGHWAY ELEMENTS
OF THE GENERAL PLAN
1973

Prepared by

Linn, Leonard, Bess, Hall, Sharky & Associates, Incorporated

Consultants in environmental planning/urban economics

Fullerton, California

[Costa Mesa, Planning commission]	
Conservation	Costa Mesa
Land util.	" "
Highways	" "
City planning	" "

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"The concept of the public welfare is broad and inclusive . . . The values it represents are spiritual as well as physical, aesthetic as well as monetary. It is within the power of the legislature to determine that the community should be beautiful as well as healthy, spacious as well as clean, well balanced as well as carefully patrolled. "

United States Supreme Court, decision in the case of Berman v Parker 1954.



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Background For Planning

Introduction

Richard Henry Dana, in his most famous book "Two Years Before The Mast" gives us a vivid glimpse of the past, and the changes that have taken place on the California coastline since Richard Henry Dana first visited the "coastal mesas" that give the City of Costa Mesa its character and its name; and felt the beauty and grandeur of the Pacific Coast.

"San Juan is the only romantic spot in California. The country here for several miles is high table-land running boldly to the shore, and breaking off in a steep hill, at the foot of which the waters of the Pacific are constantly dashing. For several miles the water washes the very base of the hill, or breaks upon ledges and fragments of rocks which run out into the sea. Just where we landed was a small cover, or "bight", which gave us, at high tide, a few square feet of sand-beach between the sea and the bottom of the hill. This was the only landing-place. Directly before us rose the perpendicular height of four or five hundred feet. How we were to get hides down or goods up, upon the table-land on which the mission was situated, was more than we could tell.I separated myself from the rest and sat down on a rock just where the sea ran in and formed a fine spouting horn. Compared with the plain, dull sand-beach of the rest of the coast, this grandeur was as refreshing as a great rock in a weary land. It was almost the first time that I had been positively alone - free from the sense that human beings were at my elbow, if not talking with me - since I had left home. My better nature returned strong upon me. Everything was in accordance with my state of feeling,

and I experienced a glow of pleasure at finding that what of poetry and romance I ever had in me, had not been entirely deadened by the laborious and frittering life I had led. Nearly an hour did I sit, almost lost in the luxury of this entire new scene of the play in which I had been so long acting, when I was aroused by the distant shouts of my companions, and saw that they were collecting together, as the agent had made his appearance, on his way back to our boat. "

Today Los Angeles County has over seven million residents. Orange County has well over one and one-half million residents. *

The pressure on the coastline will undoubtedly continue due to the desirability of the climate and the recreational opportunities offered by the beaches and the ocean front. Costa Mesa does not border on the ocean but pleasant views of the ocean can be seen from numerous points in the city and access to the ocean is available along the Santa Ana River.

Costa Mesa must act affirmatively now in order to maintain options for future choice and a high quality environment.

*Source Orange County Progress Report, Orange County Planning Dept. 1972

Scope and Purpose

RELATIONSHIPS

AN ENVIRONMENTAL MANAGEMENT CONCEPT

The Environmental Management System diagram on Chart 1 is a simplified concept of how the Conservation, Open Space and Scenic Highway Elements conceptually fit together in this study.

Environmental management includes the wise application of social and economic resources in order to reach the broad concept of environmental quality.

At the policy level, the wise application of social and economic resources should result in the selection of highly competent administrators and the wisest use of public funds through the capitol improvements program. In addition, the encouragement of the private sector in assisting the city towards meeting community goals is an important role that the policy makers face.

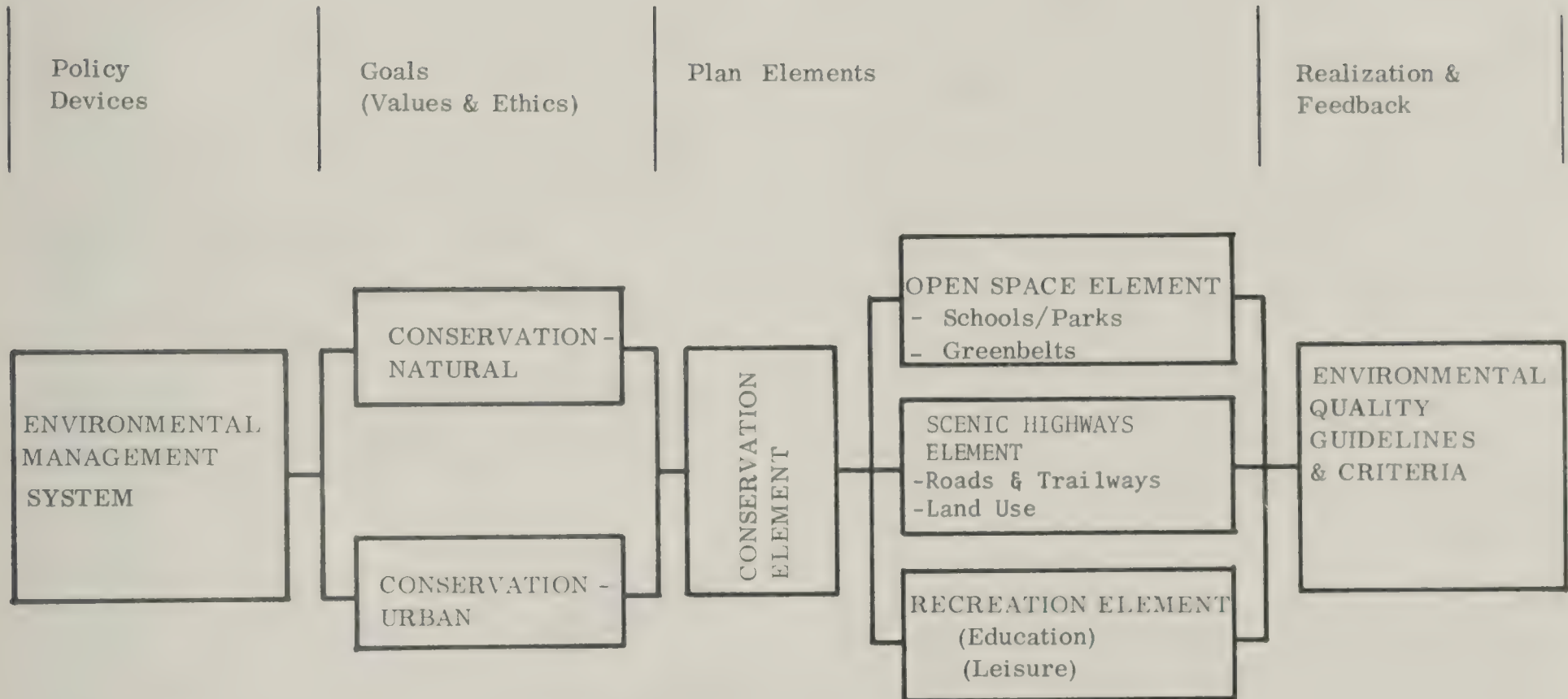
At the technical level, environmental management includes the selection of highly competent staff, capable of administering a highly complex set of policies and ordinances designed to meet environmental quality objectives. Policies may be in the form of a General or Comprehensive plan, an element or an ordinance. Environmental quality objectives may be implied in the form of community protest or demand, conclusions from special studies undertaken by the various depart-

ments within the city (particularly the Costa Mesa City Planning Department), or interpretation of a specific ordinance by any one department within the city government. Implied objectives should be aggregated and put into a format for policy decision making in order to be consistently and fairly administered.

Conservation of natural resources can best be accomplished when everyone is knowledgeable of what it is that the community values. Archaeological or geologic features, wildlife habitats, and other natural characteristics of the community are often known to exist by only a few people. Once gone they are difficult, if not impossible, to replace. It is suggested here that those characteristics unique in Costa Mesa and surrounding area be preserved in their natural state since they:

1. Provide one of the most important aspects of the Conservation, Open Space and Scenic Highways Elements and of the overall environmental management concept.
2. The impact of development activity is likely to destroy these unique characteristics thus creating adverse impact upon the long range as well as the short range objectives of the Comprehensive Planning Program.
3. Sufficient land is available in the near vicinity for the foreseeable future for urban uses, thus making these unique conservation areas not a subject of discussion relative to "trade offs" or economics.
4. The unique conservation areas that are indicated on the plans, either natural or man-made, are primarily located on public lands

Environmental Management System



*Recreation Element not a part of this study.

Source: Linn, Leonard, Bess, Hall, Sharky & Associates, Incorporated, Fullerton, California

and rights of ways, thus providing significant recreational and educational potential for the citizens of Costa Mesa.

One proposal, having considerable merit, has been initiated concerning the archaeological "digs" located in Fairview Park.

Assuming that the overall community must have knowledge of a unique conservation (or preservation) area, before they will accept it as part of their value system then it is possible to envision the proposal suggested here which has been termed "a walk in time".

The archaeological digs in Fairview Park are considered too "young" to uncover for scientific and educational purposes. If the area above the digs were cultivated for approximately 20 years, then the area would be considered accessible to archaeologists. In the meantime, a cut could be made through the digs, and an educational display could be created that would, in time, become highly valued by people not only in Costa Mesa, but throughout the world. The digs could become a focal point in the trails system of the city, as well as an educational point of interest for people of all ages.

The "walk in time" might logically be tied to the trails system within the city, which in turn forms links between open spaces and activity centers within the city.

The La Brea tar pits in Los Angeles might be considered a similar concept and reference source on "how to do it".

Fairview Park and the undeveloped lands to the south of the Fairview Park area and adjacent to the Santa Ana River, offer a last refuge to ground squirrels and rabbits. Wild ducks, sea gulls, mud hens and other California waterfowl inhabit the upper reaches of Newport Bay adjacent to the eastern edge of Costa Mesa.

Pleasant views of the Santa Ana River, Fairview Park, the ocean and upper Newport Bay are possible for the City of Costa Mesa to conserve if action is taken in concert with adjacent communities and other governmental agencies. Business, industry and development interests should be asked to cooperate in conserving the right natural resource base that forms the essence of Costa Mesa's past, present and possible future.



Definitions and Functions

DEFINITIONS

- | | |
|-----------------|---|
| Conservation | - implies a sense of environmental quality - a value system held and accepted by the community. |
| Open Space | - implies a sense of place. |
| Scenic Highways | - implies a way in which to travel from one place to another while experiencing a qualitative sense of direction. |

These three definitions imply the same thing to many people, namely a feeling of re-creation within the mind. For simplification, we might say that each definition is related in some way to recreation. This study attempts to pull all of these definitions under the umbrella of environmental quality, a concern shared by everyone in Southern California.

This concern is shared by people in Costa Mesa who want to maintain the quality of the environment that they have selected as their place of home or work.

In many respects, these ideas are often in conflict with other choices that are quantitative in nature, such as more highways, more buildings, more signs and more people. Resolution between these conflicts in choice can be brought about through better planning, design and appropriation of public funds.

The need in Costa Mesa for Open Space, Conservation, and Scenic Highways is greater today than it will be in the future - simply because the opportunities for positive action are apt to be more limited in the future. To assume that there will be less competition between competing land uses so close to the coastline would be making an assumption that few people would agree with, based upon past trends.

FUNCTIONS OF A CONSERVATION PLAN PROCESS

Theoretically, a conservation plan process should provide guidance for the utilization of primarily natural resources, water and related reclamation and flood control facilities; rock, sand, gravel and soil resources, and prevention of erosion. For a city such as Costa Mesa, where the land is primarily used for urban purposes, conservation implies the wise utilization of social and economic resources of the community as well. Maintenance and upgrading of the urban environment is a continuing job that Costa Mesa must undertake in order to insure the health, safety and welfare of citizens in the community. Wise allocation of economic resources is mandatory in order to insure the successful implementation of community values and concerns. In order to discern the values held to be important by the community, it is necessary to have a variety of programs that allow each individual to express his concerns at city council meetings and community organization meetings. Involvement meetings allow participation in the maintenance and improvement of the environment in a positive way by interested citizens. Through these kinds of mechanisms the planning process can be an effective means of commun-

ication, that if used wisely, will provide an early warning system for managing the environment in an efficient and systematic way.

The Planning Department should maintain a comprehensive file of critical or urgent priorities for purchasing of lots and easements.

The comprehensive file of priorities issues; the compendium of on-going special studies; and the parcel data base, all form what might be called a Master File of Environmental Data; a readily accessible information base for decision making that can be aggregated to meaningful study zones of differing scales, e.g. Park Districts, Census tracts or city blocks. In this way, adverse or irretrievable environmental modifications can be systematically studied for planning purposes and action can be taken to remedy problem situations.

In this manner conservation can become a significant item for discussion in the decision making process where alternatives must be studied, priorities set, and action taken. Criteria for implementing this concept are to be set within the work program of the Costa Mesa City Planning Department.

An impact matrix is suggested for determining potential damage to urban and natural resources. This could be utilized as a starting point for assessing probable impact of development on public or private facilities or on any one particular resource or policy. The matrix could easily be expanded to include other categories of significance, as deemed important by the community.

THE FUNCTIONS OF OPEN SPACE

Open Space is a broad and inclusive term meaning many things to many people. Architects often think of Open Space as being defined. Open lands that are utilized for other purposes, such as agriculture, parks, protection of ground water resources and other functional purposes are just as significant. Open Space for the protection of air quality implies the limitation of growth and development which must be addressed primarily at the state and regional scale. In fact, scale has much to do with our ability to perceive the value of open space. A watershed protection area may not be visible to the observers unless they are viewing it from high ground or an airplane. Open Space implies conservation, implies recreation, implies scenic quality and the protection of view sheds. To people with limited mobility, the patio or garden represents their image of environmental quality, open space, area for recreation and visual relief from the immediate surroundings within the home. The need for a psychological sense of open space; of near ground, foreground and background vistas within the home, the Costa Mesa cityscape and the regional setting are important to one's sense of identity or place. Hence, our definition of open space is a sense of place in the urban landscape.

Topographical and building height variations in San Francisco provide a harvest of visual open space resources. Costa Mesa still has an opportunity to provide for the harvesting of visual resources, but time is running out. Protection of existing and potential open space resources is important to the well being and health of the citizens of Costa Mesa.

Short Range Assessment Considerations

Long Range Assessment Considerations

Archaeological & Geological Unique Areas
Groundwater
Water Runoff
Surface Paving
Exotic Plants
Air Quality
Visual Disruption
Open Space
Health and Safety
Economic Values
Public Facilities
Public Services
Conformity to Plans & Policies

[illegible]

•

Criteria for Selection of Public Open Spaces:

1. Meeting Federal and State criteria where outside funding sources are expected
2. Is in concert with the Open Space Plan
3. The project will prevent urban blight or deterioration
4. The project will help curb urban sprawl (at the regional scale)
5. The project will remedy deficiencies in open space (deficiency in the case of Costa Mesa refers to the standards adopted of 2.5 acres per thousand population of park acreage and 1.5 acres of school or play area per thousand population and the desire of residents to have parks near residential areas).
6. The project involves more than one type of environmental improvement activity, e.g., in Costa Mesa this might mean scenic highways, rest stops, street treatment or historical landmark preservation.
7. The project will readily serve low and moderate income residents.
8. The project would help to shape urban growth (regional scale)
9. The project is in imminent danger of loss, e.g., in competition with other land uses and freeways

10. The program of the city is well organized and managed; and operated in a non-discriminatory manner.

The above criteria indicate the nature of Federal concern for preservation and establishment of open space, as well as related facilities or services. The Department of Housing and Urban Development "Legacy of Parks Program" was utilized to partially develop the criteria listed above.

THE FUNCTIONS OF SCENIC HIGHWAYS

Scenic Highways and Roadways have potential for meeting recreational needs, providing visual relief, guiding pedestrians and motorists alike through the cityscape; providing the spine of an urban design concept that brings organization into the landscape and creates visual orientation to one's surroundings. Protection of Scenic Highways and Roads requires attendant protection of land uses; control of unsightly utility lines and signs; correction and management of plant materials; control over earth work and construction activity; maintenance of private property as well as city owned properties along the corridors and design of street furniture and graphic coordination, are important to the success of a scenic highways program. There is an inter-relationship between conservation, open space and scenic highways that cannot be overlooked.

In essence then, scenic highways and roads, as well as trails and walkways are considered essential to the success of the City's Open Space, Conservation and Recreation Elements of the General Plan. Together these elements should form a system or network, con-

tributing to the success of environmental quality or maintenance.

Selection Criteria:

1. Quality of visual experience either existing now or potentially available.
2. Continuity of the experience that the Observer would have.
3. Opportunity for connection of activity nodes within the City e.g. shopping centers.
4. Minimizing conflicts with alternate forms of transportation and routes.
5. Maximizing public facilities and utility rights of way.
6. Opportunity of meeting community needs or desires.

THE FUNCTIONS OF TRAILWAYS

Trailways include any non-vehicular movement system within the city that has provision for use beyond the typical street sidewalks. These include pedestrian, bicycle and equestrian movements. It is not expected that all modes occur in every situation, but rather the modes be provided as needed, as appropriate and as opportunities occur.

It is suggested that pedestrian and bike trailways parallel scenic roads within the city with the possible exception of freeways, where they are elevated and likely to be unattractive as recreation areas.

From the above discussion, the objectives for establish-

ing a trailway system through the city can be suggested. They should interrelate and connect community focal points and open space elements, including the proposed Scenic Drive. In addition, they should provide an opportunity to experience a variety of city values.

Trailways should enhance adjacent areas and provide alternatives to the automobile, as well as provide an additional means of recreation.

Selection Criteria:

1. Local needs and desires.
2. Availability of land resources.
3. Opportunity for connecting focal points and open space elements.
4. Minimizing conflict with the automobile.
5. Maximizing use of public facilities, i.e., parks, street and flood rights of way, schools, etc.,
6. Connection with other transportation modes and routes.

Policy Framework

METHODOLOGY

Establishing review criteria and procedures for implementation of the Conservation, Open Space and Scenic Highways Elements should be done in conjunction with established City ordinances and procedures; and within the framework of the overall comprehensive planning process.

The proposed concept plan takes advantage of existing opportunities, proposed public work projects, the unique natural climate of Costa Mesa and the socio-economic characteristics of the City. The major considerations in arriving at the concept Plan and Program were largely the result of Planning Commission, City Staff and Consultants analyses of research and conclusions arrived at in the planning portion of the Study.

The conclusions are set forth in the following maps, diagrams, phasing proposals and implementation sketches. The sketches indicate how some of the central ideas embodied within the study might appear.

It is proposed that the city undertake some projects in the near future while the last phase indicates essentially what must be done to implement the program on a continuing basis. Much of the work needed in Phase III is either complete or under way.

PHASE I

Costa Mesa Now

Phase I is anticipated to be budgeted and undertaken within the next five

years. Recommendations for specific developments and proposals are discussed within each zone analysis.

PHASE II

Costa Mesa Beautiful

Highway treatment, meeting plan requirements and objectives.

PHASE III

Keeping Costa Mesa Beautiful - Now & in the Future

Data bank, ordinances, studies, plans and policies needed.

The myriad issues and opportunities facing Costa Mesa in the near future can really only be solved through the community involvement process, continuation of a strong research, education and planning program; and courage upon the part of elected officials who must make final decisions about the future of the City.

The recommended goals and policies that follow are intended to provide an initial framework for the City of Costa Mesa to use for decision making.

RELATIONSHIP TO THE SOUTHERN CALIFORNIA ASSOCIATION OF GOVERNMENTS

The general roles that cities should take in meeting Open Space and Scenic Highway needs in the Southern California Region are suggested by SCAG which is the clearinghouse for Federal Grants in Aid to Cities. Although general in character, the "Roles and Responsibilities" portion of the Interim Open Space Element prepared in 1970 are quoted here in order to outline responsibilities of Costa Mesa in

meeting its share of the responsibility.

In addition, SCAG has established goals and general policies in order to meet the requirements and obligations necessitated by its role as the designated Federal clearinghouse for Grants in Aid. Particularly significant is the concern of SCAG in preventing the designation of Open Space in such a fashion as to destroy possibilities for the creation of low and moderate income housing.

On the other hand the Interim Open Space Element mentions the need for provision of a significant amount of open space in order to insure a quality living environment throughout the region.

For Costa Mesa, it is important to have a comprehensive General Plan that recognizes the need for environmental quality amenities at all levels - the region, the city, neighborhood and, particularly, the individual family dwelling areas within the city.

Costa Mesa is highly dependent upon the region, the county, and neighboring cities for maintaining the quality of the resources that border the city. For this reason, it is recommended that Costa Mesa adopt in principle the goals established by other levels of government and attempt to work out agreements with neighboring cities and agencies where possible. SCAG, acting through joint powers agreements, may be helpful to the City in this respect.

The following Roles of Government statement was prepared by SCAG and indicates the nature and depth of Costa Mesa's obligation, primarily as related to open space.

THE ROLES AND RESPONSIBILITIES OF CITY GOVERNMENTS

1. Cities should recognize and emphasize their primary responsibility as being the provision of local recreation to serve the community within a local environment.
2. Cities have the responsibility to plan and develop facilities and programs to meet the needs of their citizens for: cultural and social resources, athletic and sports areas, open space and beautification.
3. Cities in accepting the responsibilities for implementing and developing their park and recreation resources for leisure, should create a plan of park, recreation and open space areas and facilities as an element of their general plans, cooperatively with all units of government, to meet the need. Cities have the responsibility to take necessary action to assure that appropriate elements of the general plan are adopted as integral parts of county, regional, state, federal, and other governmental agency plans.
4. Cities have the responsibility to work cooperatively with all community agencies, to insure that all available park and recreation resources within the city boundaries are utilized to their fullest in providing for its citizens' recreation.
5. The Southern California Association of Governments being an agency voluntarily established by its members should act as a clearing house for development of the park, recreation and open space resources of

the region among the cities, counties, state, federal,
and other agencies of government.

The roles and responsibilities statement was prepared by
SCAG in order to assist local communities, in essence
it acts as general guidelines for Costa Mesa.



Related Policies & Plans



The Study

Goals and Policies

RECOMMENDED GOALS AND POLICIES

1. GOAL: To achieve a quality environment for Costa Mesa in concert with Federal, State, and Regional Conservation Goals.

POLICY: An environmental impact report should be required where any alteration of the environment may cause infringement on a resource of critical concern as determined in conjunction with the Costa Mesa community involvement process. State Guidelines, as issued by the Resources Agency of the State of California, should be considered as minimum requirements by the City of Costa Mesa.

2. GOAL: To provide an esthetically pleasing, and functional, high quality environment.

POLICY: Open space, parks, scenic highways and community beautification should be given priority in Costa Mesa, since they form a strong part of the values held to be important by the community.

3. GOAL: To expend sufficient resources to improve the central city as a pleasing and economically viable center of activity.

POLICY: "Conservation" for Costa Mesa should include the rejuvenation of the urban fabric, particularly the central city.



4. GOAL: To maintain and conserve a variety of quality living areas.

POLICY: Conservation in Costa Mesa should imply the maintenance and enhancement of an already high quality living area, highly desirable, horticultural variety, scenic opportunities, recreational diversity, and a mild coastal climate.

5. GOAL: To provide sufficient information and leadership to the citizens of Costa Mesa as a means of assisting them in making **strong** and positive decisions regarding the future of the city.

POLICY: An urban environmental resource management system should be instituted by the planning department and a continuing updated system initiated that addresses issues and opportunities determined to be "significant" by the community at large.

6. GOAL: To recognize environmental quality as a social concern that must be considered by the entire community.

POLICY: Although the city presently has initiated an environmental review process that meets state requirements, additional criteria for definition of "environmental quality" should be designed, in conjunction with the community involvement process.

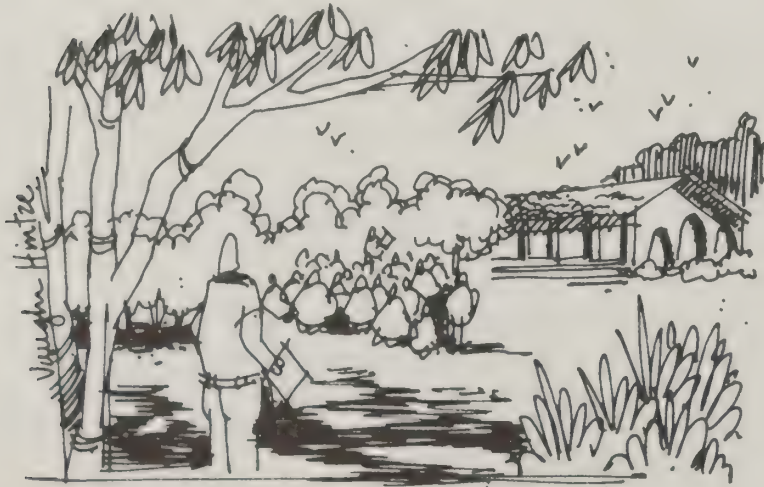


7. GOAL: To provide parks, recreation and scenic amenities in residential areas where citizens have expressed a desire to have them.

POLICY: Open space should be provided to meet the needs of the community and individual living areas within a reasonable service distance.

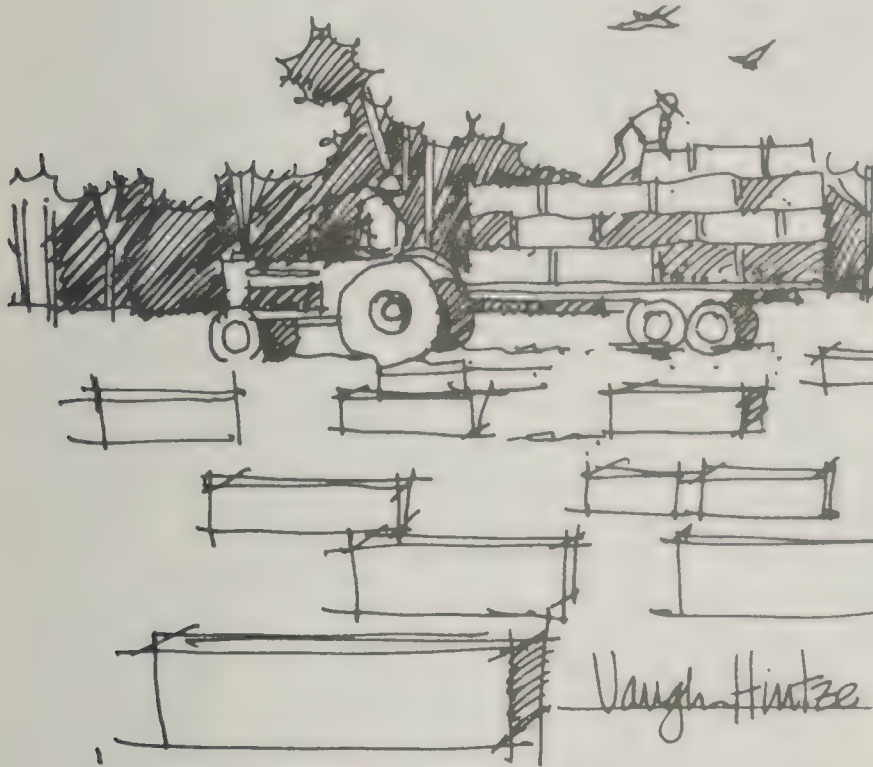
8. GOAL: To provide for the needs of all residents of the community.

POLICY: Open space should provide visual relief from developed areas, and provide for both active and passive recreational needs.



9. GOAL: To maximize the use of public lands for public use.

POLICY: To the greatest degree possible, multiple use of public lands having useful open space potential should be encouraged through coordination of city departments and other agencies.



10. GOAL: To conserve open land resources wisely.

POLICY: Existing open space must be managed and conserved efficiently so as to insure the continuing availability of existing open lands.

11. GOAL: To provide a Scenic Highway system that meets the needs of Costa Mesa.

POLICY: Attractive scenic highways and roads should be considered as integral parts of the conservation and open space plan and program elements of the comprehensive plan for the City of Costa Mesa.

12. GOAL: To set aside open space lands as a first priority in Costa Mesa.

POLICY: The City's role as land purchaser, provider of services, and provider of facilities should be evaluated through the community involvement process in order to determine areas of significance and priorities for expenditures.

Needs and Standards

INDICATORS OF A NEED FOR A QUALITY ENVIRONMENT

Often overlooked in the planning process is the necessity for developing and maintaining a public information process as a means of building support for implementation of any planning or development program.

The Costa Mesa planning program receives periodic coverage in the Daily Pilot, which is the local paper covering all of the Costa Mesa area. An analysis was made by the City planning staff of all articles pertaining to parks and open space during the period from April, 1970 thru August, 1972. A total of 132 articles was printed as compared to 45 articles concerning zoning and other housing related subjects. All the articles related to housing concerned the area within the city limits. The articles relating to open space, conservation and recreation were generally divided into two categories, regional and local. The regional articles, editorials and opinions constituted approximately one-third of the total, with great concern being shown toward the coastline and Upper Newport Bay issues. The other two-thirds of the articles related to a variety of concerns for recreational facilities and services including:

- . bicycle trails and hiking trails
- . land purchase proposals for parks
- . use of private recreation facilities and concern for their success

- . disposition of government owned properties, e. g., excess freeway lands and fairgrounds
- . need for state legislation to allow the use of bicycles on sidewalks

Three major concerns of a larger regional nature appear to be "newsworthy" in Costa Mesa; the Santa Ana River, the coastline, and Upper Newport Bay. All three of these regional open spaces are outside the city limits of Costa Mesa and must of necessity, be related to levels of government higher than the City. Costa Mesans can still address issues related to these regional resources through the County, the State, and the Federal governments.

MEETING THE NEED FOR A QUALITY ENVIRONMENT

Open Space, including parks, school sites, trails, regional beach facilities are used extensively in Costa Mesa by residents and non-residents alike. An Open Space "System" is not really apparent upon entering the City. In theory, the system should be visible and should be a strong identification feature within the landscape.

Determination of needs is directly related to an understanding of population, distribution of population, convenience to the users of facilities and services, age characteristics of the population, land use patterns within the city and most importantly, the desires of the residents who must pay for the facilities.

Each Park Service District within the city has been analyzed to determine how and where open space needs can be met. There are six Park Districts which are analyzed and described in this report.

Existing Major Open Space Features



- 2 PARK ZONE NUMBER
- PARK ZONE BOUNDARY
- EXISTING MAJOR OPEN SPACE FEATURE

All Base Maps courtesy of the City of
Costa Mesa Planning Department

Constraints such as the amount of existing open space, proposed park and school acreage contained in the General Plan, and best locations of scenic connection routes were considered in developing the Conservation, Open Space and Scenic Highway Element.

A discussion of each zone, and the needs within each zone for conservation, open space and scenic highways follows. The open space plan attempts to balance out the immediate needs and desires of the community with future requirements that may well be lost forever if action is not taken in the immediate future to act strongly while opportunities to conserve open space still exist in many parts of the city.

Earlier, open space was defined as a sense of place in the landscape. At the city scale, Costa Mesa is being defined (and partially divided) by freeways to the north and east, the Santa Ana River to the west, and the ocean to the south. Entry points to the city and important landscape features need identity in Costa Mesa. The Parks Department, through the beautification plans either completed or under way is making a strong imprint on the Costa Mesa cityscape, by landscaping and development of identification features.*

In concert with the Conservation and Scenic Highways Elements, these identification features should form the skeleton of a visible environmental quality concept for the City of Costa Mesa.

* Design work presently underway by Abate & Weber, Landscape Architects.

STANDARDS

The National Park Service Standards were, for many years, used by most cities to determine the amount of land needed for Parks and Recreation. In more recent years, the Department of Housing and Urban Development has come to recognize the difficulties cities have in attempting to meet these standards of "10 acres per 1000 population"! In addition, it has been found that open space programs could not effectively deal with operational definitions of need by setting an arbitrary (although at times useful) standard for open space, when communities were attempting to meet the broader objectives of environmental quality. Still other cities were attempting to solve inner-city problems related more specifically to recreation. To compound the dilemma, the qualitative aspects of the environment were continuing to fall backwards in the face of exaggerated growth patterns of the 1960's. Insufficient park space was being reserved in the suburbs while density of population and consequent increase in the intensity of land use were increasing the need for open space, parks, recreation facilities and services in the inner cities.

Costa Mesa has an adopted standard of 2.5 acres of park area per 1,000 people and, in conjunction, 1.5 acres per 1,000 people of recreation related land, which is normally provided in conjunction with the school system.

The 1.5 acres of recreation/school lands are presently being met on a city-wide basis. The 2.5 acres of neighborhood park area per 1,000 people is not being met in five out of the six park districts. Districts One and Three have the highest deficiencies, while one district exceeds the standard as set by the City.

The following tables give a demographic overview of the City park districts and a school/park acreage analysis (See Tables 1 and 2).

Table I

DEMOGRAPHIC CHARACTERISTICS OF PARK ZONES

Zone	Net Acres	#D. U. /Ac	#D. U.	Income	Net Ac/ 1000	Res. Ac/ 1000	#D. U. / Res. Ac.
One	1637.4	4.41	7233	\$ 9,852	81.8	34.8	10.4
Two	1812.6	2.17	3942	13,469	131.8	48.5	5.9
Three	1189.4	6.16	7335	9,852	68.9	55.6	7.6
Four	1592.6	3.79	6045	12,292	82.9	44.8	7.0
Five	1179.6	8.36	141	13,322	2303.9	60.7	4.5
Six	934.8	2.29	407	13,322	629.9	63.7	4.3

- (1) **Area:** The zones of study in this report coincide with the park district boundaries of Costa Mesa as of January, 1973 with the exception of District Six. District Six in this report includes the area defined by the City, plus land between the district as defined by the city boundry on the northeast corner of the city.
- (2) **Net acreage:** this term means the total gross land acreage minus the acreage devoted to streets and highways.
- (3) **Residential acreage:** means all land allotted to living space including single and multi-family housing units.
- (4) **Dwelling Units:** means a single or multi-family house being used as a residential structure.
- (5) **Income:** a monetary figure representing the average income per year for all families in the district or area.
- (6) **Net acreage per thousand people:** means the average net acreage available per thousand people in the area.
- (7) **Residential acreage per thousand people:** the average amount of residential acreage available per thousand people in the area.
- (8) **Dwelling units per residential acre:** this is the average number of dwelling units that are constructed on a gross acre.

Sources: City of Costa Mesa Planning Department; Linn, Leonard, Bess, Hall, Sharky and Associates, Inc.

Table 2

SCHOOL AND PARK ACREAGE ANALYSIS

Park Zone	Population	Adopted City Standards		Existing Acreage		Resulting	
		Park Acres per 1000	School Acres per 1000	Park Acres	School Acres	Excess Park Acreage	or Deficiency School Acreage
1	20,003	50	30	25	58.7	-25	+28.7
2	13,375	34.5	20.7	23.34	104.3	-18.5	+84.3
3	17,252	43	25.8	10.9	10.9	-32.1	+16.7
4	19,219	48	28.8	59.2	59.2	+11.2	+239.9
5	512	1.25	.75			- 1.25	-.75
6	1,484	3.75	3.75	2.25		- 3.75	-2.25

(1) Population per park zone calculated from Census Tract **Information** and Housing Survey.

(2) Figures given in Zone 2 do not include Fairview Park.

Sources: Linn, Leonard, Bess, Hall, Sharky and Associates, Inc. 1972; Census of Population 1970; Air Photo Interpretation - E. L. Pearson & Associates, Gardena, California 1970

Concept Plan

CONCEPT PLAN

In preparing the Conservation, Open Space and Scenic Highway Elements it became apparent that some aspects of the city were to be considered primary and some secondary relative to each one of the elements. The degree to which the three elements could be integrated would constitute a "package" of environmental quality proposals having the objective of eventually bringing about a character to the City which would be unique.

Conservation

- . Primary Elements
 - . The Santa Ana River Corridor.
 - . The bluffs in Fairview Park, which constitutes a significant part of Costa Mesa's natural heritage.
 - . Fairview Park Archaeological areas of significance.
 - . Views and vistas from public areas, particularly parks and streets.
 - . Any future street closure and excess lands that may be usable for public purposes.
- . Secondary Elements
 - . Manmade structures having historical or architectural significance.
 - . Agricultural lands remaining in the northern portion of the City.

The primary category represents those unique kinds of things that once destroyed cannot be replaced or easily substituted while the secondary category represents those considerations that are variable and may possibly be created in the near future. For example, the City's Downtown Redevelopment Plan for Costa Mesa proposed a plaza development scheme which if implemented might well provide a place that would become a unique landmark worth conserving.

A discussion of each zone, and the needs within each zone for conservation, open space, and scenic highways follows. The Open Space Plan attempts to balance out the immediate needs and desires of the community with longer range needs. Future needs may well be lost forever if action is not taken in the immediate future to act strongly while opportunities to conserve open space still exist in many parts of Costa Mesa.

In addition, the concept plan pulls together existing policies of the City into a framework and plan for the allocation of resources in a comprehensive manner.

INTRODUCTION TO AREA ANALYSIS

This report recognizes the need for standards in providing park and recreation facilities, services and land. This report also recognizes one of the inherent and most complex of problems relative to planning for open space; namely, defining the subject area itself. If the purpose of this report is to assist the City of Costa Mesa in achieving the goal of providing for a quality environment, then the basic ingredients for providing a quality environment must be planned.

The Scenic Highways Element and the Open Space Element have an important commonality; they both imply effects upon land use, which is one of, if not the most important, considerations in urban planning. The planning and regulation of land use for private or public purposes requires the most long range and sophisticated on-going decision making processes. The City must take the lead in this process. Just as an individual sets aside part of his earnings for emergencies that may be incurred by members of his family, so must Costa Mesa set aside lands for the health, safety and well-being of the community or there will be no place for the goal of environmental quality to be realized. The expenditure of funds should first, in most cases, be utilized for the purchase of lands, and secondarily for the development of facilities and the provision of services in the 1970's.

If the growth rate continues in Orange County, as it did during the 1950's and 1960's, we can expect that Costa Mesa's opportunities for conservation of natural and urban resources, development of a strong Scenic Highways and Roads concept, and the provision for a system of open space amenities, will never be greater than they are today.

The six ~~zones~~ (Park Districts) that are described in the following pages and shown in map form are statistical units for aggregating information for descriptive and analytical purposes. The General Plan proposes a total of 16 park/recreation sites for the City, based upon a standard of 2.5 acres per/1000 people. The program described in this report goes beyond the concept of simply applying a standard for open space; or scenic highways, or conservation. This program suggests that the Plan Elements are much broader in scope and can be linked together to form a more complete and highly visible

urban design scheme. (See Concept Plan)

In addition to the concept plan the following six zone studies describe the existing opportunities and problems that are unique to each area. From these area studies, a program is then suggested in the following section for Costa Mesa to undertake along with recommendations for additional study.

None of the highways bordering Costa Mesa are designated "Scenic Highways" by the State Standards at this time. The Concept Plan proposes that not only the freeways surrounding the City be scenic, but that roads and trails have scenic qualities, also.

Concept Plan



ZONE 1

SOUTH COSTA MESA

Land uses in Zone I vary from predominantly light and heavy industry south of 19th Street to the Central Business District of Costa Mesa at the terminus of Harbor Boulevard as it meets Newport Beach Boulevard; and to proposed higher density residential uses on both sides of 19th Street - commercial activity on 19th Street and Harbor Boulevard dominates the image that one is apt to have of this area.

The residential area south of Costa Mesa Country Club and south of 19th Street would be most likely to benefit from proposed regional facilities adjacent to the Santa Ana River and proposed Central core area redevelopment.

The Whittier and McNally Schools, along with the Costa Mesa Park (much overused) form the nucleus of existing public open spaces within the zone. Victoria, Wilson Everett Rea and Pomona Schools also provide additional open space, while approximately 140 acres of vacant land were noted in this zone.

The Scenic Highway Concept as proposed, will require the upgrading of 19th Street and construction of a scenic road network through the proposed Fairview Park and presently existing oil lands to the west of the city, and south of 19th Street. Cooperation with Newport Beach is essential if this link of the scenic drive is to be realized. The natural resources and scenic views of the ocean to be viewed from this portion of the city are invaluable to the image of Costa Mesa and represent one of the most significant opportunities for Costa Mesa to capture as



quickly as possible. The view from Vista Park is a fine example of this natural resource.

Vista Park is located at the Santa Ana River and Victoria Street. Although the view is pleasant from this park, the parking area and entrance to the park are awkward and in need of landscaping. The park overlooks the natural area known as River Mouth Park, which is located in County unincorporated area. It is the habitat of wildfowl and sits just below the bluffs.

It is difficult to assess the quality of the scenic route experience that can be obtained on 19th Street as compared to 17th Street, since the continuation of either street to the east across the proposed Newport Freeway entails an entirely different experience. (Zone III)

Hamilton Street is an entryway to the City at the junction of the Santa Ana River. The street climbs steeply below Vista Park, making it an attractive topographic change that can be utilized to an advantage in the streetscape.

On the basis of the future potential of the Central Business District, the quality of the visual experiences possible from near to middle to foreground that is unique within this zone, and the possibility for upgrading land uses through development codes and ordinances, makes this zone high in priority as a special study area. The Costa Mesa City Staff must recognize the fragility of this zone when assessing the environmental impact of development.



PUBLIC SCHOOLS

1. Whittier School
2. Victoria School
3. Wilson School
4. Pomona School
5. Everett Rea Intermediate School
6. McNally High School
6. Clara McNally School

PUBLIC PARKS

- A. Costa Mesa Park
- B. Vista Park

- ○ SCENIC HIGHWAY
- EXISTING OPEN SPACE ELEMENT
- PROPOSED PARK
- PROPOSED FREEWAY
- NODES AND OPPORTUNITIES
- ENTRY
- VIEW



ZONE 2



NORTH MESA VERDE

Zone II is primarily a residential zone. Homes of the highest value are located within this zone. The zone is bordered on the east by Harbor Boulevard and bisected to the south by Adams Boulevard, which is a major traffic thoroughfare and entrance to the City of Costa Mesa from the west.

Unique to this zone is the Estancia Adobe, representing four distinct periods of California history; Indian, Mission, Spanish and Victorian. It is preserved and cared for by the Costa Mesa Historical Society.

The southern portion of the zone includes the Fairview State Hospital, Costa Mesa Golf and Country Club and the proposed Fairview Park (300 acres).

The Santa Ana River borders the zone on the west and the San Diego Freeway borders the zone on the north.

Conservation of scenic quality including landscape treatment of Adams and Harbor Boulevards would significantly add to the scenic drive concept.

The proposed drive will pass through Fairview Park which will necessitate the completion of a reach of scenic roadway to connect at Victoria Street.

As the scenic route passes through the zone on Estancia Street going north, Estancia Street becomes Mesa Verde Drive. Well kept homes, vistas clear to the ocean and curvilinear streets make an interesting contrast to the normally flat topography of Costa Mesa. The scenic route is proposed to continue south on Harbor Boulevard and

east on Adams where it enters Zone Four.

A proposed community park; some of Costa Mesa's best scenic opportunities; excellent hiking and cycling trails combined with Fairview Park offer some of the more unique environmental features of Park Zone II.

Another unique aspect of Zone II is the intersection of Mesa Verde and Baker Street where the land uses within the intersection provide an opportunity for a rest stop along the proposed scenic drive.

The commercial uses along Harbor Boulevard offer an opportunity for providing a sense of open space - landscaped parking lots and control of signage, utility wires and open landscape treatment around school grounds would add significantly to the overall visual quality of the area. In addition, heavy emphasis should be placed upon landscape treatment of entry ways to the city and consideration should be given to the overall experience that one gets while traveling through this area. Attention should be given to the traffic flow patterns in order to maintain continuity while driving on the scenic route and establish a smooth rhythmic flow to the experience one might have while viewing the lovely homes and gardens along the route.



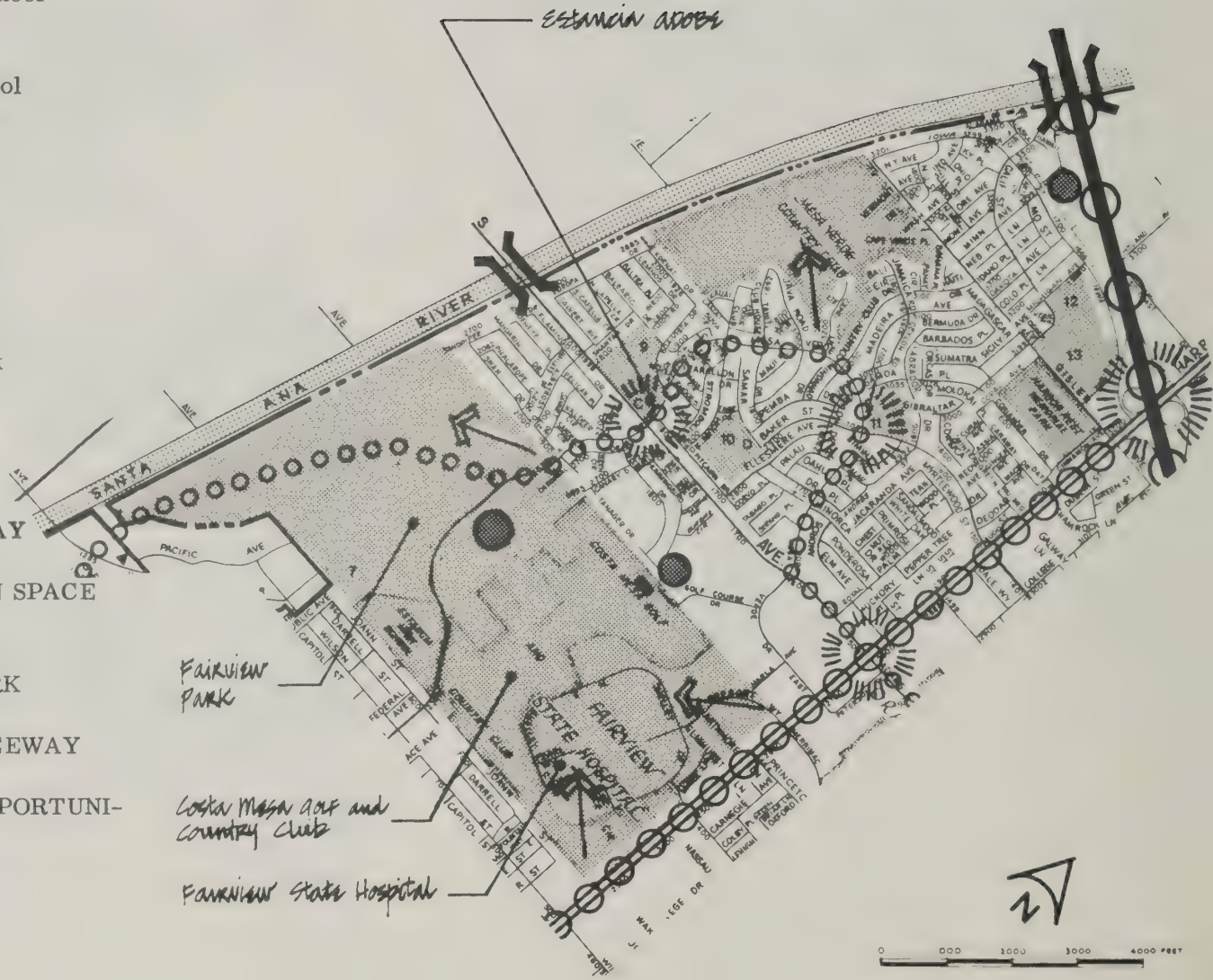
PUBLIC SCHOOLS

7. Canyon School
8. Estancia High School
9. Balearic School
10. Adams School
11. Mesa Verde School
12. California School
13. Tewinkle School

PUBLIC PARKS

- C. Estancia Park
- D. Mesa Verde Park
- E. Corsica Park
- F. Suburbia Park

- ○ SCENIC HIGHWAY
- EXISTING OPEN SPACE
ELEMENT
- PROPOSED PARK
- PROPOSED FREEWAY
- NODES AND OPPORTUNITIES
- ENTRY
- VIEW



ZONE 3



EASTSIDE

In many respects this zone is probably the most unique area within Costa Mesa. It has problems and opportunities that are very different from other parts of Costa Mesa. For example, the average number of people under 18 years of age is slightly over 31%, a low figure in comparison to most other parts of the City (the exception being in the industrial area in Zone I where the figure is 25%). Other parts of Costa Mesa range from 42% to 52% under 18 years of age but the density is lower.

The zone is desirable as a living area since it has a great variety of housing types. Some of the finest stands of street trees exist in this zone and the Scenic Route attempts to capitalize upon them. In addition, the Upper Newport Bay is clearly visible from the proposed Scenic Drive. The Scenic Drive passes Upper Newport Bay and goes westerly along 19th Street.

A feature of this general area is the narrow gridiron street pattern which is not conducive to the success of a Scenic Drive concept. Traffic moves quickly along 17th and 19th Streets and the volume, speed, and nature of the traffic is not conducive to driving for pleasure. Until completion of the Newport Freeway many drivers will go to Newport Beach via 17th or 19th Streets in order to avoid congestion at the intersection with the Pacific Coast Highway just south of Costa Mesa.

The commercial strip along 17th Street is in need of landscaping, particularly at the intersection of the City boundary. In addition, the south entrance to the City on Newport Boulevard should be upgraded. Although the Newport Freeway is designed to go around the Central City. Newport

Boulevard, 17th Street, and 19th Street will continue to act as major traffic arteries.

Harper School, Henry Kaiser School, Lindberg School, and Monte Vista School and four small neighborhood parks serve the area. An additional small park (3 acres +) is planned near Bay Street and Orange Avenue, according to the General Plan.

This area lacks identity with the central part of Costa Mesa and with the extension of the Newport Freeway, the area will become even less attached to Costa Mesa. If designed properly, the Scenic Drive could act as an identity connector, but cooperation with Newport Beach is essential if the full potential of the Scenic Drive is to be realized.

Park and school spaces do not connect easily to the Scenic Drive concept. This means that the trail and bicycle system will need to be connected with the Scenic Corridor, and rest stops might have to be located slightly off of the Scenic Drive. The Scenic Drive continues west through the Central City after crossing Newport Boulevard.

Opportunities for viewing Upper Newport Bay and the associated wildlife are one of the attractions of a regional nature that touch upon this zone. At the microscale, planned unit developments (and redevelopments) offer an opportunity for improving the quality of the environment in the future.

The Santa Ana Country Club and Golf Course offer an attractive relief from built-up areas. The fence around the Golf Course, if placed back slightly or redesigned as

a ha-ha wall, could give a very unique open space experience at the northwest end of the zone and along Mesa Drive.



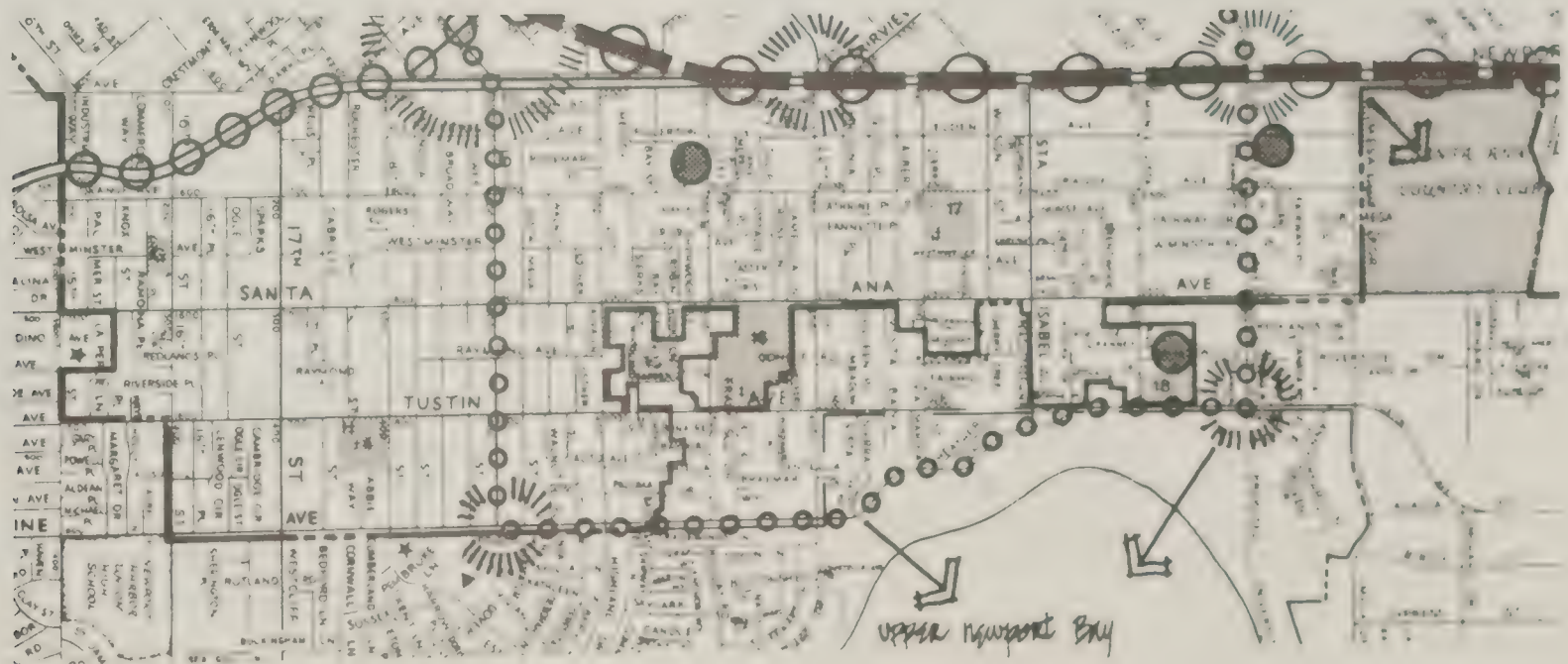
PUBLIC SCHOOLS

14. Harper School
15. Woodland School
16. Henry Kaiser Intermediate School
17. Lindberg School
18. Monte Vista School

PUBLIC PARKS

- G. Hellar Park
- H. Harper Park
- I. Tustin Park
- J. Lindberg Park

- ○ SCENIC HIGHWAY
- EXISTING OPEN SPACE ELEMENT
- PROPOSED PARK
- PROPOSED FREEWAY
- NODES AND OPPORTUNITIES
- ENTRY
- VIEW



ZONE 4

HILLCREST, COLLEGE PARK, MESA DEL MAR,

CIVIC CENTER



This zone is unique in that it contains a backbone of the open space system presently in public ownership. This includes Orange Coast College, the Orange County Fairgrounds, and adjacent, the Costa Mesa High School, Maude B. Davis Intermediate School and Charles W. Tewinkle Park.

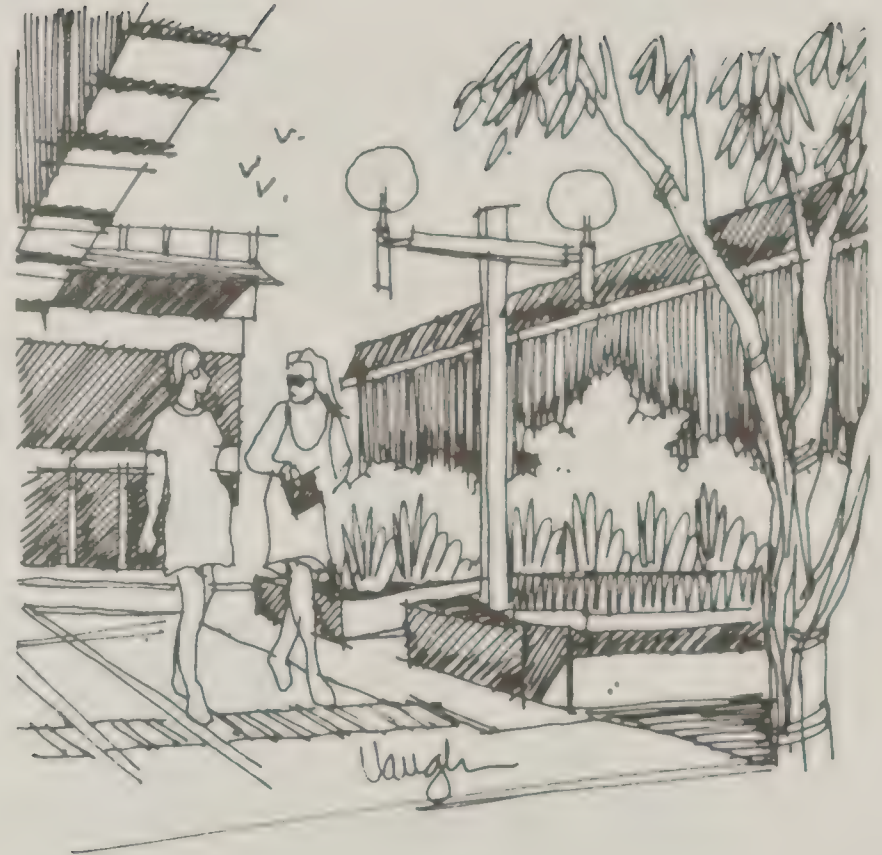
The Orange Coast College, although potentially a significant open space is difficult to identify on the east boundary (Fairview Drive) due to the discontinuity of the landscape treatment interspersed with buildings and tennis courts.

Leaving Zone II the proposed scenic drive goes east on Adams, south on Fairview and east on Fair Avenue, where it passes the new Civic Center and potential fairground and Civic Center parkway treatment; between the proposed Newport Freeway and Fairview Drive. At the present time, this street bisects two of the most significant regional features of the city and should be upgraded to reflect the level and quality of the investment that the City has in the new Civic Center. A continual band of landscaping, walkways, pavement and lighting treatment should be installed on Fair Drive, since it will continue to be a significant point of community identity for many years to come.

The proposed scenic drive continues east into Zone III towards Upper Newport Bay.

Zone IV is bordered on the east by Harbor Boulevard; on the east and northeast by proposed freeways (the Newport and Corona Del Mar respectively). Noise pollution is bound to be a problem on the borders of this zone as the Freeways are completed and in full operation.

This zone is roughly equivalent in size to Zones I and II. It is characterized by a band of social and governmental institutions passing through its center, that in combination with parks, schools and approximately 112 acres of vacant land, provide possibilities for choice in management of environmental options still available to the community.

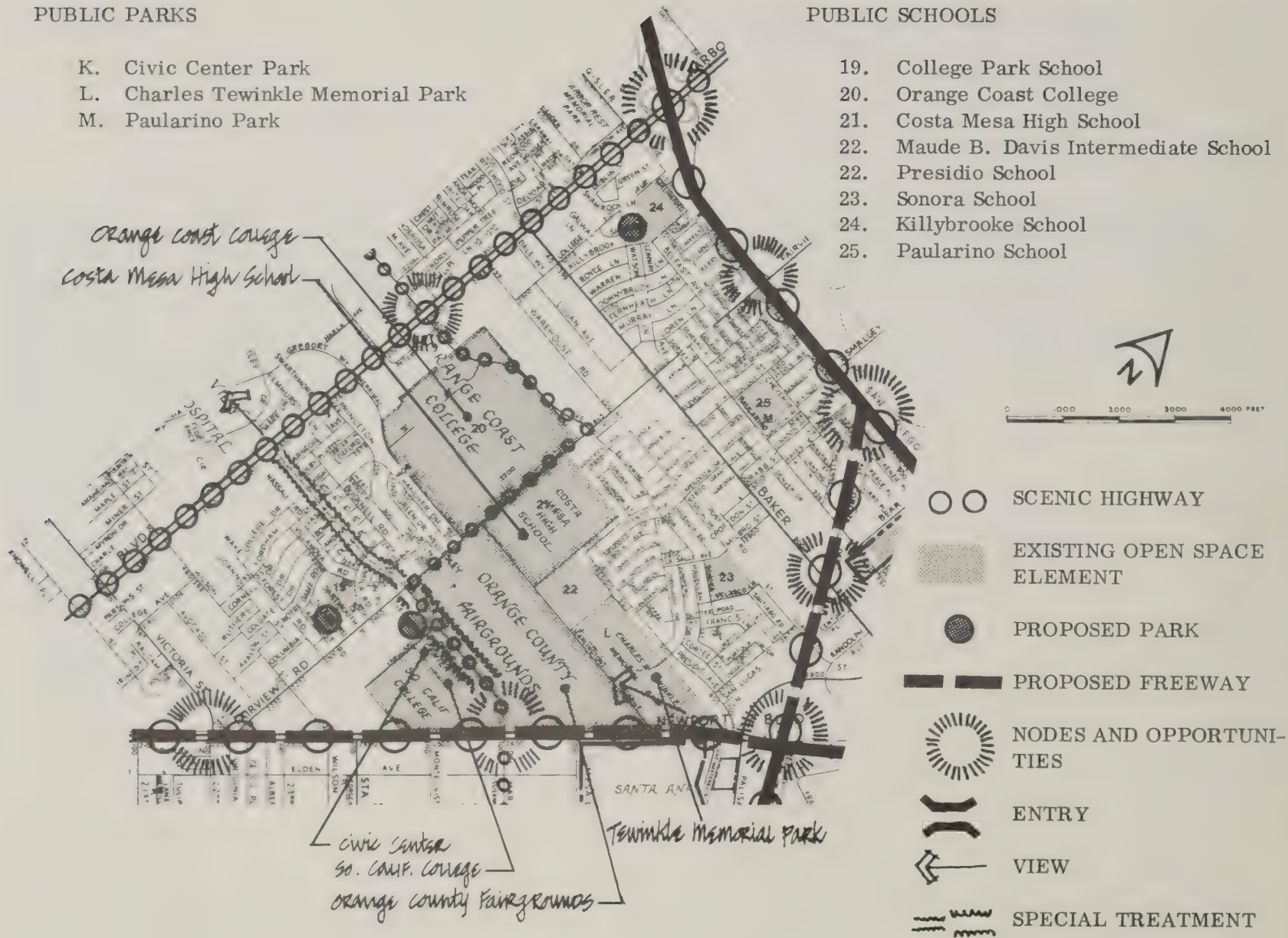


PUBLIC PARKS

- K. Civic Center Park
- L. Charles Tewinkle Memorial Park
- M. Paularino Park

PUBLIC SCHOOLS

- 19. College Park School
- 20. Orange Coast College
- 21. Costa Mesa High School
- 22. Maude B. Davis Intermediate School
- 22. Presidio School
- 23. Sonora School
- 24. Killybrooke School
- 25. Paularino School

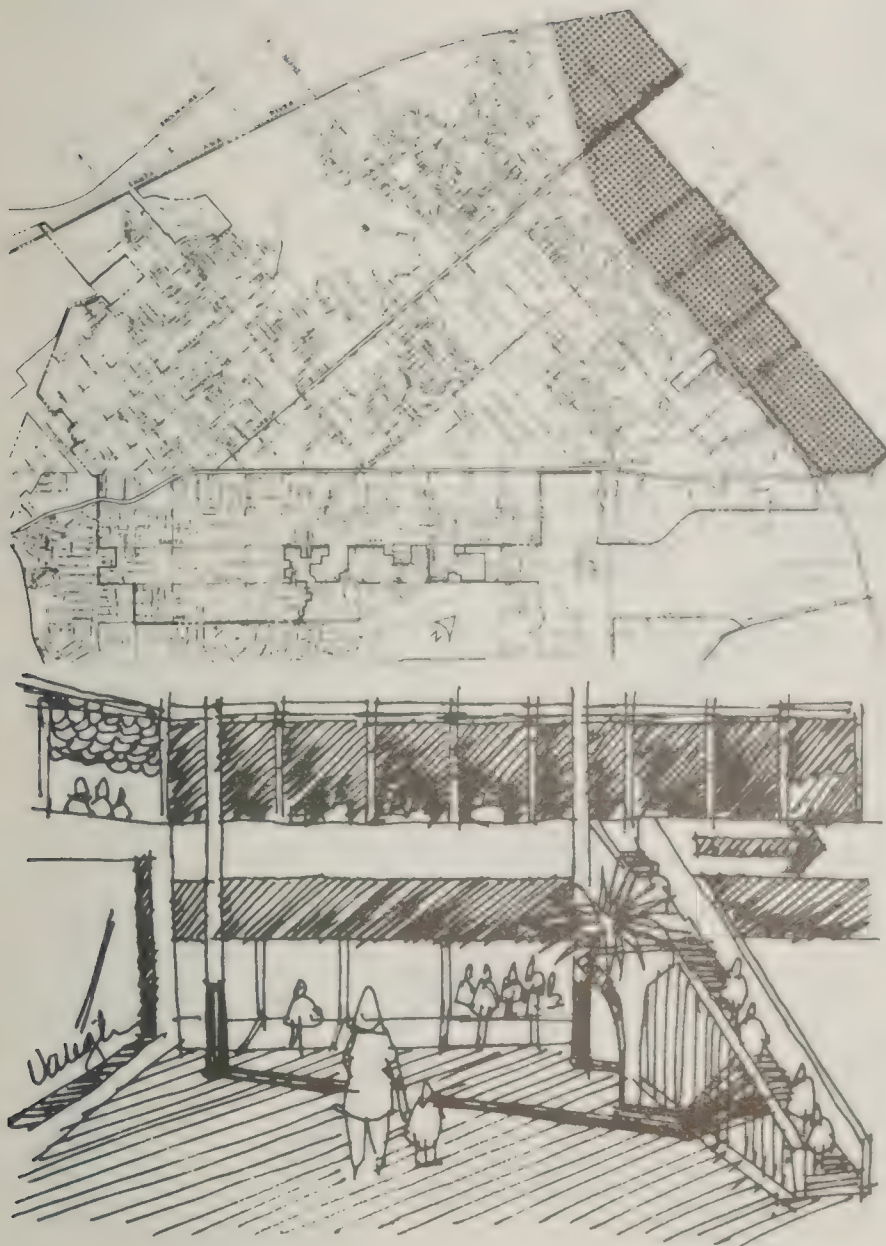


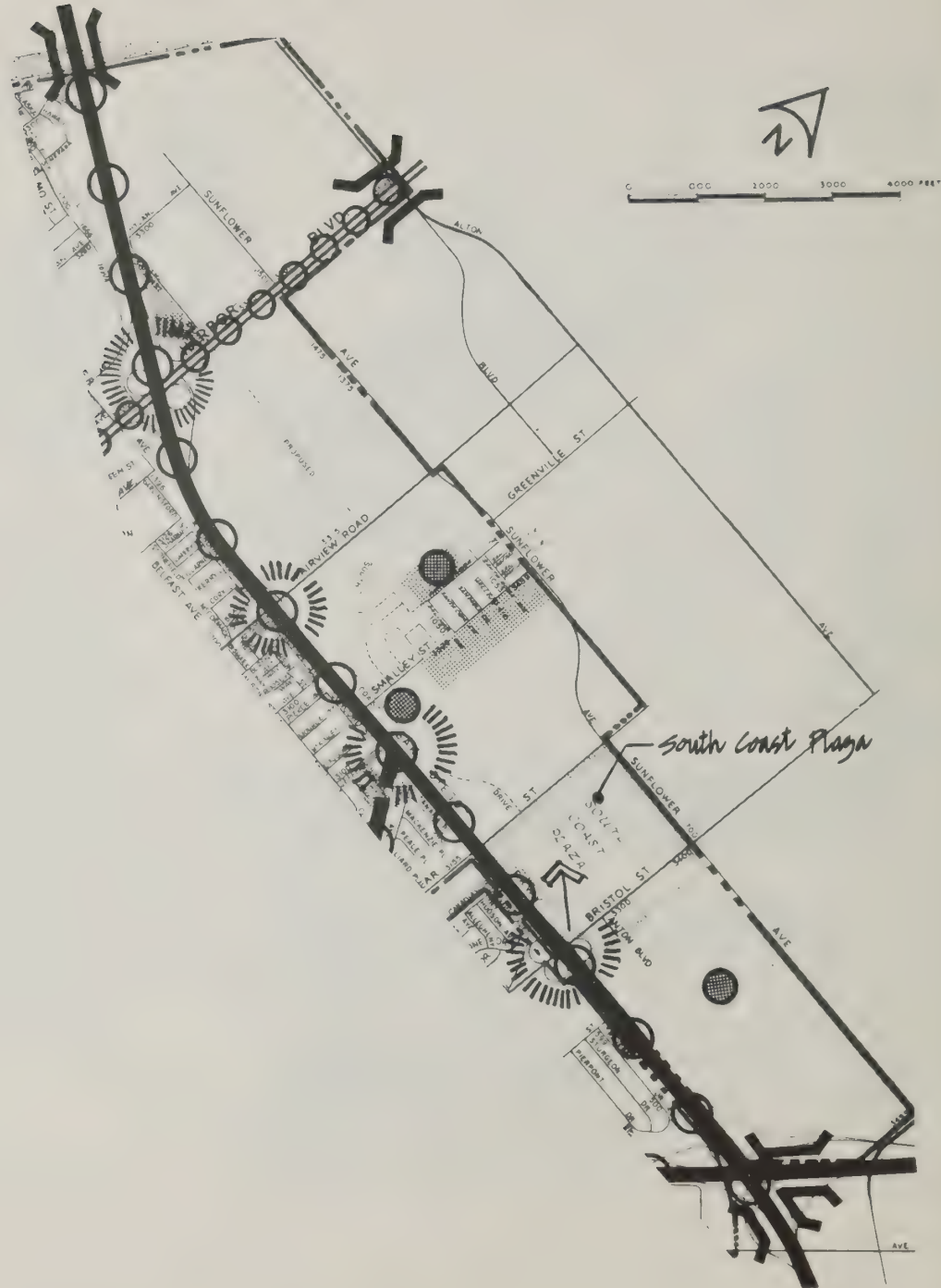
ZONE 5

INDUSTRY NORTH, MESA WOODS

This zone is similar to Zone III and the portion of Zone VI east of the proposed Newport Freeway, in that it is difficult to identify these areas with Costa Mesa proper. Zone V is unique in that it includes one of the finest commercial shopping areas in Orange County - the South Coast Plaza. The General Plan suggests that approximately half of this zone will be single family and multi-family dwellings. An industrial park is proposed to the west. Much of the land area is presently being utilized for agriculture and the most significant thing that can be said for this zone is that its character is yet to be determined.

Ideally the rich agricultural lands in the zone should be utilized wisely to the greatest extent possible, and for as long into the future as possible. Once developed, these lands offer the possibility of being wisely conserved for urban uses, with scenic roads, open spaces and parks being a strong part of the future land use picture of the area. Area studies and street treatment studies would be beneficial for indicating future ties from this portion of the City to areas south of the San Diego Freeway. Studies completed by Abate and Weber, Landscape Architects, for the portion of Sunflower Street between Bear and Bristol, should provide a means of giving identity to the north edge of Costa Mesa. In addition, these studies will give additional support to the already well established and landscaped South Coast Plaza.



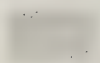


PUBLIC SCHOOLS

PUBLIC PARKS



SCENIC HIGHWAY



EXISTING OPEN SPACE
ELEMENT



PROPOSED PARK



PROPOSED FREEWAY



NODES AND OPPORTUNI-
TIES



ENTRY



VIEW

ZONE 6

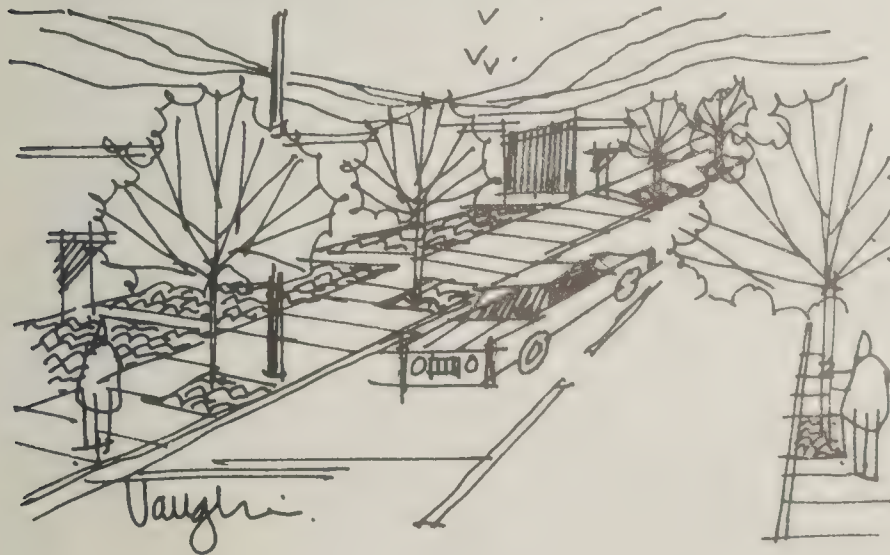
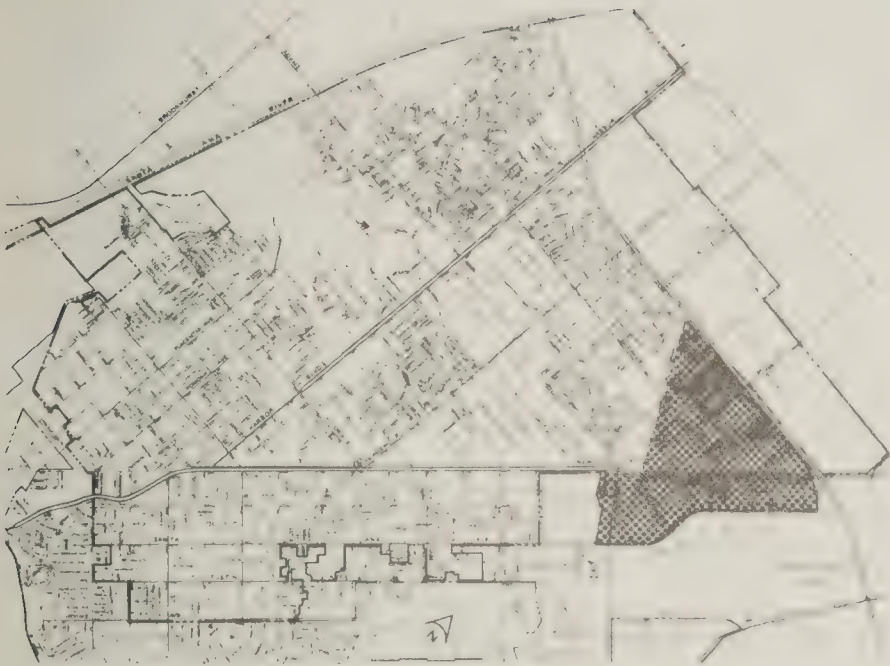
GOLDEN TRIANGLE

Upon the completion of the Corona Del Mar Freeway through Costa Mesa, the "Golden Triangle" will be a distinct area unto itself. It will be surrounded completely by freeways with the exception of the planned industrial area to the east of the Newport Freeway. An Orange County Flood Control District Channel bisects the area running north/south and leads to Upper Newport Bay. High density residential uses are planned adjacent to the Newport Freeway. A large commercial and industrial area is planned for the zone. Bear and Bristol Streets run north/south through the area and connect the zone to the rest of Costa Mesa. Approximately 700 acres of vacant land exist in this zone. Planning for open space uses within the zone are possible, particularly around the already existing residential areas.

Around the industrial areas there should be wide setbacks, landscaping, and recreation areas for concentrated employment centers.

The Bear Street School, K-6 grade, is located within a county island jutting into the zone from the north. Play areas are available here. The General Plan recommends a park in the immediate area.

Opportunities in this zone consist of maximizing the potential of vacant lands, providing well designed employment centers and developing techniques for giving this area a means of identifying with Costa Mesa proper.



○ ○ SCENIC HIGHWAY

EXISTING OPEN SPACE
ELEMENT

● PROPOSED PARK

PROPOSED FREEWAY

NODES AND OPPORTUNI-
TIES

ENTRY

VIEW

PUBLIC SCHOOLS

26. Bear Street School (County)

PUBLIC PARKS



Implementation

Program

IMPLEMENTATION

Implementing the Environmental Management Concept has been suggested in numerous ways throughout this report. The Conservation Element, the Open Space Element and the Scenic Highways Elements, although integrated in this report under an Environmental Management umbrella, are each discussed in regard to implementation separately. The best and most appropriate tool for implementation will vary depending upon the particular type of task.

Implementing the Scenic Highways concept can be done in conjunction with the California State Division of Highways. The State has jurisdiction over designated Scenic Highways. Other highways and roads indicated in the scenic highway plan for Costa Mesa can be developed in conjunction with residents and City Staff, utilizing funds obtained from local sources, revenue sharing funds and the Subdivision Map Act. The trails system in an already urbanized area, such as Costa Mesa, must often be implemented in conjunction with the public works department (streets and sidewalks) and the parks department.

Phasing

Immediate needs of the City are reflective of the goals and policies set forth in the first part of this report. In essence, they amount to priorities that are recommended to be undertaken as soon as practical.

The three phases are suggested as priority groupings of tasks to be undertaken by the City Staff. A work program is necessary in order to allocate time and financial resources of the Planning Department each year. In turn, it will affect other City departments. The Planning Commission and the City Council will have to make final decisions regarding immediate priorities as resources are expended and new resources become available for meeting the community's needs.

Phase I is anticipated to be budgeted and undertaken within the next year and should include projects already in the design stage. Phase II is anticipated to take longer to complete since many of the improvements will be of a continuing nature, such as highway beautification and will, undoubtedly, require the assistance of other levels of government and adjacent cities, as well as the business and industrial community. In addition, this document, when adopted, will provide the basis for special studies to be undertaken by the staff and implemented within the next five years. Phase III is primarily related to long-range planning and requires the continual update and maintenance of data banks, ordinances, and allocation of funds for special projects, particularly those not foreseeable at the writing of this report. This aspect of the program may require additional community involvement efforts not presently foreseen and coordination between different jurisdictions and levels of government. Many of the activities presently being pursued by the advance planning staff fall under Phase III. Maintaining and improving the environment is a central objective of Phase III. A quality environment requires vigilance on the part of the entire community and necessitates the need for continuing research and education on the part of the planning staff in order to meet future planning requirements. In addition, the community at large must give, and be given, direction on issues regarding planning, programming, and implementation of environmental improvements. Primary research in the form of surveys and technical analysis are needed by decision-makers in order to determine community needs and desires not presently visualized. The pulse of the community should be checked continually in order to insure success of implementation programs.

Citizen Involvement

RECOMMENDATIONS FOR FACILITATING THE DECISION PROCESS

The Environmental Management Concept discussed in the introduction of this report requires further elaboration and guidelines for implementation if the decision making process is to be effective. The recommendations included here are suggested initial guidelines only for implementation of an effective Environmental Management Concept.

RECOMMENDATION:

Costa Mesa should maintain a visible and dynamic community involvement process, representing as wide a range of community interests as possible.

DISCUSSION:

The California state law requires the city to have a visible citizen involvement process. The involvement process implies that the community decision making process be not only visible but accountable for its actions. For this reason, the involvement process requires that people be chosen from a variety of backgrounds and special interest areas to represent community thinking, due to the complexity of the terms "Environmental Quality", "Conservation", "Open Space", and "Recreation", and the need to consider the social ramifications of city policies.

RECOMMENDATION:

The kinds of people needed to facilitate the involvement process should represent a wide range of viewpoints.

DISCUSSION:

The following are typical of the kinds of people that might be selected in a community involvement process.

The anticipated consumer of the services and facilities should be represented and should be the primary concern of the community.

A variety of age groups should be represented. For recreational facilities and services this is particularly important.

Economic, Environmental, social and educational interests are diversified in the community. As much as practicable, all interests should be represented.

Economic interests in the community include:

- . housewives
- . blue collar workers
- . white collar workers
- . management people
- . industrial enterprises, both large and small

- . small and large businessmen

Environmentally oriented groups include:

- . Sierra Club members
- . Planning & Conservation League of California Members
- . beautification groups

Social groups include:

- . teen clubs
- . Lions
- . Kiwanas

. CHART

- . retired city and county employees
- . homeowners groups
- . senior citizens clubs

Educational groups are represented by:

- . Southern California College
- . Orange Coast Community College
- . University of California at Irvine

League of Women Voters

RECOMMENDATION:

A selection committee should be established initially, to appoint members of involvement groups.

DISCUSSION:

Perhaps the best method of selecting this group would be to have the city council members select at least one individual from each park district. The selection committee should be disbanded once they have made recommendations to the council.

RECOMMENDATION:

Members of the committee as recommended to the council, and by the selection committee, should be given specific tasks as follows.

DISCUSSION:

- . review of all policies, plans, programs, services related to conservation, open space, scenic highways, the general plan, and other related documents.
- . preparation of an initial statement of goals and objectives for the conservation of community values and neighborhood quality.
- . compare goals to city policies and staff capabilities (e.g. establish a baseline of reality)

- . establish regular meeting procedures and educational format for the operation of the committee.
- . review city governmental process (e.g. who does what, when, where, why how)
- . establish an environmental resource management system format for dealing with policies and issues.

RECOMMENDATION:

The community involvement process should have a strong educational orientation.

DISCUSSION:

Occasional all day conference sessions should be available to the entire community, in order to display the governmental process and the complexity of city government operations. These kinds of meetings could be used in order to probe the pulse of the community, particularly the value systems held by residents of the community regarding not only the overall quality of the environment but specific questions related to facilities, services and community needs.

There are numerous, active, intelligent, well informed and concerned people living within the city of Costa Mesa. Putting together a strong program for utilizing this community resource base should be assigned to the planning department, with perhaps at least one person being assigned half-time responsibility for coordinating a community involvement process. This person should also be used to assist the City Planning Director; by

attending technical conferences at the State and Federal levels of government; hearings, and other city departmental meetings.

A community involvement coordinator might logically be assigned to prepare grant requests, particularly those that require as a prerequisite, an involvement effort on the part of the city.

Several involvement efforts are already being developed or are underway in Costa Mesa. These conceivably might form the basis for the community involvement process recommended above.

* Recreation 70: Orange Co. Plan. Department PP 58

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Appendix

LEGISLATIVE AND GOVERNMENT GUIDELINES
FOR OPEN SPACE PLANNING

Recognizing the need for open space lands and conservation practices, throughout the state, the electorate voted to amend the California Constitution by adding Article XXVIII to provide for "Open Space and Areas for Public Use and Enjoyment". Section 1 of Article XXVIII, Open Space Conservation, states:

"The people hereby declare that it is in the best interest of the state to maintain, preserve, conserve and otherwise continue in existence open space lands for the production of food and fiber and to assure the use and enjoyment of natural resources and scenic beauty for the economic and social well-being of the state and its citizens ..."

(Adopted November 8, 1966)

In order to effectuate this declaration, the State Legislature in 1970 enacted AB 2180 which added Chapter 5, Article 10.5, Section 65560 thru 65568, Open Space Lands, to the Government Code of the State of California. It states in part:

"66561. The Legislature finds and declares as follows:

That discouraging premature and unnecessary conversion of open space land to urban uses is a matter of public interest and will be of benefit to urban dwellers because it will discourage noncontiguous development patterns which unnecessarily increase the cost of community services to community residents.

That the anticipated increase in the population of the state demands that cities, counties, and the state at the earliest possible date make definite plans for the preservation of valuable open space land and take positive action to carry out such plans by the adoption and strict administration of laws, ordinances, rules and regulations as authorized by this chapter or by other appropriate methods.

That in order to assure that the interest of all its people are met in the orderly growth and development of the state and the preservation and conservation of its resources, it is necessary to provide for the development by the State, regional agencies, counties and cities, coordinated plans for the conservation and preservation of open space lands.

That for these reasons this article is necessary for the promotion of the general welfare and for the protection of the public interest in open space land." (emphasis added)

PLANNING ELEMENTS

Conservation Element - plan for conservation, development and utilization of natural resources including water, forest, soils, minerals and other natural resources. This element may also cover flood control, reclamation of waters, regulation of land in stream channels, protection of watersheds, and location, quantity and quality of rock, sand and gravel resources. This element closely relates to the Open Space Element discussed below.

Scenic Highway Element - plan for development, establishment and protection of scenic highways pursuant to provision of Article 2.5 (commencing with Section 260) of Chapter 2 of Division 1 of the Streets and Highways Code which, summarized, states a scenic corridor or band of land plan generally adjacent to the highway right of way should encompass regulations concerning: (a) land use and intensity; (b) detailed land and site planning; (c) control of outdoor advertising; (d) controls for earth moving and landscaping; and (e) the design and appearance of structures and equipment.

Open Space Element - a plan detailing natural resources, conservation, managed resource production, agricultural, recreation, scenic and watershed lands, wildlife habitats, public health and safety land, and greenbelts. This element duplicates portions contained in the Conservation Element. While the Conservation Element has no deadline date for adoption, the Open Space Element does and weighty penalties are involved should a city not comply by June 30, 1973. Additionally, by July 1, 1973, they must adopt open space zoning provisions consistent with a locally prepared and adopted open space plan.

Bicycle Paths and Routes - Although this is not an element required or contained in Title 7 Planning of the Government Code, the Bicycle Recreation and Safety Act of 1971 requires cities and counties to consider the establishment and designation of bicycle paths and routes in general plans. This Act provides that special consideration shall be given to the inclusion of bicycle paths or routes in any area in which there is a planned or existing school. Again, as is the case where the intent or purpose of the Conservation Element and the Open Space Element seem to have many common goals, this Act would appear to dovetail into both the previously mentioned elements. Detailed analysis of this Act will follow because there appear to be features that would be most desirable in application to the community, such as dedication of bicycle routes or paths by developers in subdivisions containing 200 lots or more, and the like.



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ACKNOWLEDGEMENTS

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